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POLICY

OTHER FUNDS AND PROGRAMMES

UNITED NATIONS VOLUNTEERS PROGRAMME

Report of the Administrator

SUMMARY

This report is submitted in accordance with General Assembly resolution 36/200 of 17 December 1981 which directed that, beginning in 1983, a broad policy review be undertaken, on a biennial basis, of those funds and programmes that are managed by the Administrator and are under the guidance of the Governing Council. The report highlights major initiatives and activities undertaken by the United Nations Volunteers programme during the biennium 1988-1989. The main text covers broad policy developments, several in response to specific decisions taken by the Governing Council on the United Nations Volunteers programme at the thirty-fifth (1988) and thirty-sixth (1989) sessions. Annex I provides a descriptive review and statistical analysis of the current programme, while annex II, with its appended tables, deals with the financial resources of the United Nations Volunteers programme.

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I. POLICY INITIATIVES AND DEVELOPMENTS DURING THE BIENNIUM 1988-1989

Introduction

1. The management of the United Nations Volunteers (UNV) programme during the biennium 1988-1989 has been guided by two major sources. First and foremost was the comprehensive independent review of the programme in late 1987, on which the Administrator based his report to the Governing Council at its thirty-fifth session (DP/88/46/Add.1) and which led to a series of significant policy directives on UNV (decisions 88/38 and 88/46 of 1 July 1988). Added to these, at the thirty-sixth session, were two more decisions related to UNV (89/21 and 89/29).

2. The second inspiration for policy developments also emerged from a specific endorsement by the Governing Council (paragraph 3 of decision 88/38) of the proposal that UNV prepare a programme advisory note (PAN) on the appropriate use of volunteers, to be given wide distribution among United Nations organizations. The extensive process of consultations with its partners, which took place in preparing the note throughout 1989, provided many important ideas for the future direction of UNV. The note is available to Council members as a background document.

3. The Council's policy decisions, referred to above, pointed to several management areas that required strengthening, while providing UNV with more resources to undertake such tasks, and also expressed the need to clarify certain elements of the programme's mandate. The former encompassed, primarily: greater support to UNV specialists in the field; better assignment planning and preparation; a recruitment strategy that would ensure greater participation by under-represented countries; and closer consultations with UNV co-operating organizations, i.e., partners from other volunteer-sending agencies. As far as the programme's mandate was concerned, UNV's involvement in youth programmes was to be reviewed, and interest was expressed in the programme's experience in handling micro-funds and promoting technical co-operation among developing countries (TCDC). A status report on the Special Voluntary Fund (SVF) was also called for, in view of the changes legislated by the Council at its thirty-fifth session.

4. In addition to the above guidance from the Governing Council, UNV has explored ways of widening the financial base for its field programmes from an almost exclusive dependence on UNDP-indicative planning figures (IPFs) at the country and regional levels. It has also reviewed its operational policies and procedures to be able to respond better to the rising demand for types of emergency rehabilitation and reconstruction support which call for a rapid, sometimes shorter-term, response.

A. General policy issues emerging from a review of the volunteer role in development today

5. The preparation of PAN provided UNV with the opportunity to situate the work of the programme in the broader perspective of current international volunteer contributions, by a wide variety of organizations, to development effort. It was

possible to promote a very open exchange of views and experiences through the use of questionnaires, field visits and meetings, culminating in a special consultation held in Geneva on 21-22 September 1989 to discuss the draft document prepared by UNV.

6. Those consulted included government officials, the specialized agencies of the United Nations system, co-operating volunteer-sending agencies, Resident Representatives of UNDP in a number of countries, a sample of UNV specialists and UNV Programme Officers serving in the field, as well as some non-governmental organizations (NGOs) and other interested groups and individuals. The overview of the volunteer world obtained in the process not only proved extremely informative but also provided trends and comparative experiences from which UNV could draw in planning future directions. At the same time, the process in itself helped to raise awareness among these diverse partners of the scope and potential of UNV. The fact that the special consultation took place at the end of the regular annual consultative meeting with co-operating organizations also served to underline common interests and concerns, and the potential for closer collaboration in tackling development problems.

7. While reference may be made to the PAN document itself for a fuller discussion of the many conceptual and practical issues raised, a few policy-level concerns are worth highlighting here. At a time when the international system is being subjected to (and subjecting itself to) ever greater scrutiny of the effectiveness of its development co-operation approaches and mechanisms, there is a sharper awareness of the actual and potential significance of voluntary commitment and professional dedication in bringing about development. Rough estimates indicate that international volunteer development workers (some 30,000-35,000) already constitute at least one fifth of all long-term expatriate technical personnel serving in developing countries today. This quantitative proportion is much greater if one limits the view to certain key areas such as the provision of basic services in rural locations or life-support operations in disasters and crises. The proportion of volunteers in the least developed countries (LDCs), especially in Africa, is particularly striking.

8. The great part of present-day international flows of volunteers comes from public and private groups located in Organisation for Economic Co-operation and Development (OECD) countries. UNV, as the only multilateral volunteer-sending agency, is the single large exception which provides opportunities for volunteers from developing countries (1,600 out of the 1,800 total) to serve abroad. UNV, however, follows the general pattern in the thrust of its activities, with the majority of UNV specialists working for public health, education and training, and agricultural development (58 per cent); almost two thirds (63 per cent) serve in LDCs, with about half of the total in Africa alone.

9. The actual profile of volunteer development workers has changed dramatically over the last quarter of a century, yet the popular image - which continues to influence decision makers from Governments and aid agencies - remains wedded to the notion of the inexperienced, relatively young volunteers, often generalists, of the 1960s who, despite their dedication and enthusiasm, had relatively few technical skills to offer. While there is considerable diversity among volunteer-sending agencies, most of their volunteers today are specialists in a wide range of

disciplines, aged in their thirties, who can count on several years of professional experience as well as solid academic training; the average UNV is 38 years old, has 10 years' experience, and holds a Master's degree.

10. This is reflected in the improved conditions of service that volunteer-sending agencies have brought about for most volunteers. These improvements are in recognition of the fact that volunteers today are mid-career professionals with family responsibilities who are willing to accept lower-than-market emoluments for a temporary period. Differing income levels and labour market conditions in the volunteers' countries of origin obviously exert a great influence in this context, making it especially difficult for UNV to remain truly universal in its recruitment spread.

11. Nevertheless, the typical annual cost of a volunteer assignment remains at about one fifth of the cost of regular technical co-operation personnel, a consideration that is of growing importance when the technical co-operation share of shrinking aid budgets continues to rise. However, even more important than cost is the perceived appropriateness of volunteer personnel as willing performers in difficult circumstances, as task-oriented problem-solvers who usually make the effort to learn the local language, are willing to comprehend as well as tackle the prevailing socio-political, cultural, administrative and resource constraints, and who are near enough to the concerns of local personnel to be viewed as responsible partners. Success in these areas greatly enhances their potential to act as effective on-the-job trainers and to contribute thereby to capacity-building and sustainability. There is also consensus on the exceptional contribution volunteers make to supporting communities affected by crisis, and to their activities at the grass-roots level.

12. Fulfilling this role properly carries its risks. It requires a lengthy investment period, leading to pressures for increasing the average assignment duration from two to three or even four years. As a result, volunteers, as for any long-term external presence, may create dependencies. The volunteer-sending agencies, therefore, have been trying to move away from a typical counterpart model, which has proved frequently to be infeasible or impractical, to one where the volunteer is part of a local team comprising different levels of skills and responsibilities and whose members undergo a process of mutual learning while carrying out urgent tasks.

13. There is a growing disenchantment among many Governments with the proliferation of aid-supported projects and programmes, and with the wastage from a multitude of disparate schemes whose benefits prove illusory for the poor villager or pavement dweller at the end of the line. Experience has shown that it is often not the shortage of funds that is the main problem; the real difficulty lies with the delivery mechanisms for services at the local level. It is more the poor capacity for implementation and the attitudes of field technicians and local administrators that are at fault than the lack of sophistication or even the incorrectness of metropolis-based policies and plans. These deficiencies are compounded by the absence of feedback fom the supposed beneficiaries. If this diagnosis is correct, it opens up a highly desirable complementarity between international personnel on regular contracts (or experts, in short) and volunteer development workers. The former generally work at a more macro, central or

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managerial level; the latter in district outposts at the end of the delivery chain. Each has valuable perspectives and skills to offer the other. International project teams that comprise both have demonstrated their effectiveness when they have been able to exploit the synergy between the two kinds of knowledge, experience and talent.

14. International technical co-operation has taken a firm turn towards national execution, involving mainly Governments but also NGOs. There is also increasing interest in a programme approach that is more closely linked with national structures and plans than externally aided projects that relate to the requirements set by particular donor inputs. UNV has been a precursor of these trends, with over half of its volunteer assignments coming under what has been termed a UNV-executed arrangement. Its distinguishing features are that management and technical control are clearly in the hands of the host departments and institutions, and each assignment has its rationale in the continuing work of the concerned units.

15. As national execution takes on greater quantitative significance in the United Nations system, it may be expected that there will be an even larger call on the use of UNV specialists in many countries. For the contribution to claim a programme character, however, each volunteer assignment must be more carefully designed and planned than has been the norm, with the mutual learning process between expatriate and local teams thought out in advance; national management arrangements must also be firmly in place. The guiding principle must continue to be national capacity-building at all levels.

16. Another common lesson of experience among volunteer-sending agencies has been the need to adapt a package approach in dealing with volunteer assignments. It is only in rare instances that one finds a situation where it is simply the skilled human resource that is missing in undertaking the development activity: transport, logistic support, recurring expenses, and working tools or equipment all form necessary adjuncts to the volunteers themselves. Lack of absorption by aid agencies of certain types of cost, or simply a failure to take account of them, has sometimes led to a less than optimal impact of the expatriate volunteer input.

17. A related point is the need for UNV to explore engaging available national expertise on volunteer terms, where it would otherwise remain unused, in support of the planned activities of the programme. As in all such instances, care would need to be exercised not to take on a merely budgetary support role nor to distort local remuneration structures.

18. Recent world economic and political developments have underscored the contributions to be made to development by private initiatives, including NGOs and voluntary efforts. Both private as well as government sources in OECD countries have increased their contributions to NGOs for development work sharply over the last decade. At the same time, the Governments of developing countries have been more willing to contract the work of delivering services to their own volunteer organizations. These changes, if they are to be sustainable, require a response from UNV and other volunteer-sending agencies to help build durable links between a host of <u>ad hoc</u> private initiatives and the regular machinery and channels of government support.

B. Specific policy issues responding to Governing Council decisions adopted at the thirty-fifth and thirty-sixth sessions

1. Reinforcing the universal character of the programme, and increasing the participation of under-represented groups through special recruitment efforts

19. The management of UNV is particularly anxious to maintain and strengthen the universal character of the programme through the active participation of as many countries and regions as possible both for recruitment and placement. It fully shares the concern of the Governing Council that in periods of rapid programme growth the share of under-represented groups may fall unless special efforts are made to reverse the trend (see paragraphs 11 and 13 of decision 88/38). These efforts are indeed being made and continually reinforced. For the industrialized countries in particular, many exchanges of visits for establishing improved mechanisms and channels of recruitment, through 15 co-operating organizations, took place throughout 1989 and contacts were intensified through continuous communications. For the developing country sources, similar efforts have borne fruit. For example, the weight of representation in the UNV roster of the seven largest supplier countries has diminished from about 60 per cent in 1987 to under 50 per cent today.

20. Renewed efforts to attract candidates from industrialized countries have been put into place, including advertising campaigns and the attracting to UNV of returning bilateral volunteers. As a result, the number of rostered candidates from the industrialized countries rose from 460 in September 1987 to 660 on 31 December 1989. In order to translate the effort from the roster to the actual service of UNV specialists in developing countries, priority is being given by the programme, wherever possible, to the submission of candidates from under-represented countries.

21. The number of fully funded UNV posts from these countries has also risen (from 16 in 1987 to 47 during 1989). Coming as a net addition of resources to recipient developing countries, the offer of fully funded volunteers is very welcome and appears to be a particularly effective means for increasing UNV recruitment from the industrialized countries. The Administrator urges their Governments to support this full funding mechanism as far as possible, a step that will cement interest in the programme as a truly universal venture.

22. Special efforts made by UNV to contact women's and senior citizens' organizations throughout the world have been bearing fruit through the increase in their number on the UNV roster. As at December 1989, there were 894 female candidates on the UNV roster, compared with 480 in September 1987; older candidates (more than 55 years of age) on the roster came to a total of 270, compared with 200 a year earlier. Efforts will continue to be made to increase the proportions of women and older candidates on the UNV roster.

23. Promotional activity for recruitment included the distribution of a new brochure in five languages. More special recruitment efforts, targeted at particular sources and professional institutions, have been pursued as countries raise the level of specialization and sophistication of their demand for UNV specialist services.

24. Much of the task of recruitment for UNV resides with its 19 co-operating organizations located in the industrialized countries, and the 16 national focal points, often linked with Governments, which carry out candidate identification and selection for UNV in the supplier developing countries. Modern office technology has helped greatly to speed up UNV communications with these co-operating organizations and national focal points. Agreements with the different volunteer-sending organizations have been reviewed, and a number of negotiations to establish new focal points in additional countries have taken place: Egypt, Jordan, Morocco (already all positively concluded); Brazil, the USSR, Hungary, Czechoslovakia, Malta, Somalia, and Viet Nam (discussions under way). New co-operation agreements are proposed for Austria, Greece, and the Republic of Korea.

25. The introduction of regional recruitment officers is being tested; a pilot project funded through SVF provides a UNV specialist as regional recruitment/information officer for the Arab States region - an effort at further decentralization. Preparations are under way to give special training to UNV Programme Officers in interviewing and selection techniques and to introduce panel-based selection mechanisms, assisted by United Nations agency or other professionals in the disciplines concerned.

2. Streamlining of recruitment activities

26. The 1987 review team pointed out the need for UNV to simplify and speed up its recruitment procedures, primarily in order to reduce the waiting period on the UNV roster for candidates (see paragraph 11 of decision 88/38). This has been a continuous endeavour for UNV on which high priority is placed. Additional staff have enabled a more rapid and efficient processing of enquiries and applications as well as improved matching of the profiles of potential candidates to the requirements specified. The personal history form, to be issued shortly, gives new emphasis to the assessment of technical qualifications. A new interview report form and interview guidelines, which will also be put into use shortly, also stress personal motivation.

27. At the UNV Seventh Annual Consultative Meeting (September 1989), the potential for block recruitment through the co-operating organizations for large programmes (e.g., those in Angola and Namibia) was discussed and is being tested by UNV with partners on an experimental basis. With the agreement of particular host Governments, some flexibility is also being introduced in terms of extending the six-week period for reporting for assignment.

3. Better assignment preparation, including improved job descriptions

28. The Governing Council concurred with the need to improve the planning and preparation of individual volunteer assignments, as well as the formulation of more precise job descriptions for the better matching of candidate qualifications with post requirements (see paragraphs 14 and 15 of decision 88/38). For assignment planning, the general experience of volunteer-sending organizations, as well as

recent UNV evaluations of its field programmes, has led to emphasizing the need for more participatory planning, involving beneficiaries and immediate supervisors. Work has also been initiated to ensure that each UNV post description contains up-to-date information on working and living conditions at the site. The same post description would also incorporate the results of preparatory discussions with the future local team with whom the specialists are to work. As a result, the post description has a tentative work-plan, which in turn will greatly facilitate the drawing up of more precise job descriptions and skill requirements for volunteer candidates and thereby improve the matching process.

29. Following the findings and recommendations of the 1987 review team and the related decisions of the Governing Council, UNV reorganized headquarters staffing and strengthened its volunteer field staffing in order to improve project formulation and job descriptions, enhance appraisal through Project Appraisal Committees (PACs), and improve assignment preparation. Arrangements for multisectoral projects executed by UNV are also being improved, especially in management, technical support and supervision. For example, arrangements are being made for the closer association of the specialized agencies in project preparation through joint needs assessments and programming (e.g., with the United Nations Educational, Scientific and Cultural Organization (UNESCO) in Angola and Namibia), and also in project execution, through the inclusion of agency experts in projects (e.g., with the World Health Organization (WHO), the International Civil Aviation Organization (ICAO) and UNESCO in Namibia), coupled with agency screening of volunteer candidates to ensure technical quality.

30. Formal training courses are now held twice a year for UNV Programme Officers. They are expected to lead to a noticeable improvement in the quality of programming at the field level, including the identification and planning of UNV specialist assignments.

31. More emphasis is also being given to pre-departure and in-country briefings, supported where possible by former UNVs and by co-operating organizations. United Nations agencies have been encouraged to request pre-departure briefings at their headquarters for the more specialized assignments and to assist with the technical screening of candidates in the source countries through their field staff. For the briefings at Geneva-based agencies such as the International Labour Organisation (ILO), the International Trade Centre (ITC) and WHO, these are already taking place on a regular basis. Technical support by United Nations system personnel may be heightened by sharing agency technical publications with all UNV specialists serving in an area of competence, as UNESCO now does. More resources and time for in-country local-language training and cultural orientation have been agreed to by UNV, following the experience of other volunteer-sending agencies.

32. First steps are being taken, where the sectoral composition of the UNV programme and resources permit, to hold periodic workshops for UNV specialists to exchange work experience with other volunteers and project staff. Management structures at the national level are also being developed for multisectoral projects of substantial size. The appointment of national project co-ordinators should facilitate this.

4. Improved support to UNV specialists serving in the field

33. The crucial factor in successful volunteer work abroad has been the quality and depth of the support structure each agency has been able to maintain in the countries of assignment, in addition to whatever technical and administrative back-up can be provided from headquarters locations. UNV is able to rely on the planning, monitoring and administrative resources at the disposal of United Nations Resident Co-ordinators. It is in recognition of this key role that the Governing Council decided (paragraph 16 of decision 88/38 and paragraph 9 of decision 88/46) to establish a cadre of 40 UNV Programme Officers under the administrative budget to support those UNDP offices managing substantial numbers of UNV specialists, giving them an enhanced role in programme support work.

34. In pursuit of the objective to enhance the role of the UNV Programme Officer in programme work, revised standard terms of reference, drafted in consultation with UNDP Resident Representatives, were drawn up. Functions that are highlighted in the new job description for the UNV Programme Officers include:

(a) More and improved substantive support to UNV specialists in their project work, through pre-assignment preparation and discussions with supervisors;

(b) Better follow-up with reporting and discussions of findings with UNDP and agency staff and concerned government departments;

(c) Greater contact between UNV specialists and UNDP and Agency offices;

(d) More exchange of ideas with other volunteers through regular meetings and discussions.

35. In view of the important responsibilities the UNV Programme Officers are called upon to handle, the incumbents for these posts are recruited under predetermined criteria from among the best candidates in the UNV roster. Additional UNV Programme Officer posts established from funds in trust have also been given similar terms of reference after consultation with UNDP field representatives and the same set of criteria has been applied to these posts funded outside the administrative budget. In accordance with the paragraph 16 of decision 88/38, policies and procedures are being developed for the experimental hiring of several former UNV specialists to serve as UNV Programme Officers in their own countries; Burkina Faso is a case in point.

36. To enable the UNV Programme Officers to concentrate on their programme responsibilities, experience over the last year suggests that it is not sufficient to cover only the staff costs of the UNV Programme Officer and the Administrative Assistant, which is what the budgetary allocation for each post currently allows. Adequate monitoring of all UNV assignments in the country and the desirability of maintaining frequent contacts with the specialists and their supervisors necessitate strong logistic support. In many countries, inadequate facilities for transport, especially where communications are difficult and expensive, have led to situations where the resources of the UNDP office and project budgets have been insufficient to provide the facilities or meet the attendant costs. The Administrator proposes to undertake a review of the necessary support arrangements.

37. Since the UNV Programme Officer scheme became fully operational in 1989, clear confidence has been developed in it as the cornerstone of the UNV field support system. Observance of the original criteria alone for the establishment of such posts (including at least 10 serving volunteers) would require more than a dozen more to be established under the administrative budget, in addition to the original 40. Moreover, it has become increasingly apparent that the heightened emphasis on planning and preparation places a large burden on those offices where the UNV programme is being newly developed, even before the volunteers take up their assignments. It would be appropriate to revise the original criteria to take account not only of the size of the UNV programme in each country, but also of situations where new UNV activities are being formulated. The Administrator will revert to this subject at the thirty-eighth session of the Council (1991).

38. Other elements of improving the field support to volunteers have included making changes in the conditions of service for UNV specialists to reflect their current profile and preoccupations. These encompass changes in rules regarding accompanying dependents, the payment of resettlement grants, the timing of leave, and revisions to daily subsistence allowance (DSA) rates. Other areas, including the basis for calculation of the monthly living allowance for UNV specialists, are under study. In making UNV more responsive to the great variation in local conditions, substantial strides have been made in decentralizing many administrative steps to the UNDP field offices as well as the authority to take decisions. A forthcoming revision of the UNV Manual will consolidate the prevailing set of conditions and procedures.

5. Information on evaluations of UNV activities

39. The assessment of volunteer activity, as with other forms of technical co-operation, raises questions of accountability. At the Government level, departments generally have yet to give full attention to the evaluation of the development impact of volunteers. For United Nations specialized agencies, and even UNDP itself, the format of UNV specialist periodic reports and project progress reports leaves much to be desired in understanding the technical and training contribution of the volunteers; this is being revised. To permit reviews of such issues, evaluation work in respect of UNV has been stepped up in the past year. As the Governing Council called for the Administrator to keep the Council informed (paragraph 6 of decision 88/38), some of the findings of recent evaluations are highlighted below.

40. With the maturing of many projects and programmes, UNV has also strengthened its evaluation capacity. Desk reviews are conducted by UNV headquarters, international and local consultants are engaged by UNDP and UNV. UNV evaluation staff participate when possible with a view to optimum implementation of the findings. Given the relatively recent nature of the expanded evaluation activity of UNV, its focus so far has been at the project level, mainly in determining the most appropriate sequel to projects that are coming to an end. As the capacity is built up, and more experience gained, it may be expected to have growing influence at programme and policy levels.

41. In 1989 alone, 7 field evaluations were undertaken. They included two comprehensive country reviews of the UNV programmes, evaluations of the largest UNV multisectoral project executed by UNV, as well as of three sectoral projects, and two reviews of the community-level Domestic Development Service (DDS) programmes in the Asia and Africa regions. The evaluations elucidated the special roles played by UNV specialists, the kinds of contributions made by them, and also a number of design and management concerns on which action is being taken. The ways in which local community organization and resource mobilization were strengthened emerged from the DDS reviews.

42. A number of the findings were common to all or most of the evaluations. For example, the characteristics appreciated most by host Governments were the maturity and adaptability of the developing country professionals who were serving as UNV specialists, while those from industrialized countries were also found to have brought in elements of new technology not otherwise available. In many of the countries concerned, the UNV specialists have helped to raise as well as maintain the levels of basic social and technical services, often in difficult or remote areas. In several cases, their presence has supported a higher rate of investment growth and service coverage by the Government than could have been managed otherwise. In other instances, they were able to meet, for temporary periods, critical shortages in manpower in the public service caused by the lack or unavailability of national skills.

43. In most circumstances, the evaluations found that the UNV contribution was the most cost-effective and relevant input that could have been provided in the absence of national skills. In some cases, they also pointed to the necessity for the parties involved to address broadly the many facets of the brain-drain problem as well as public sector employment policies through appropriate development strategies. A difficulty sometimes encountered was in securing qualified national personnel to work with the UNV specialists, as is often the case with technical co-operation projects in general. Overcoming this would enable greater interaction, more on-the-job training and enhanced sustainability in the longer run.

44. Evaluation experience has proved very useful in making necessary modifications at the project level, but has also provided UNV management with some of the analysis and data required to make policy and procedural changes. Results have been fed back into: improved monitoring and reporting procedures; better language training and professional briefing in-country, including opportunities for joining in such sessions when organized by co-operating organizations; and closer links between UNV specialists and their professional colleagues in the United Nations system working in the same country.

6. The UNV mandate on youth activities

45. A review of the need for UNV to retain a distinct mandate for dealing with activities concerning youth was requested for the current session (paragraph 9 of decision 88/38). In the early years of UNV existence, it was assumed that volunteers would be drawn primarily from the youth age-group, and that UNV would be particularly suited to handle youth concerns. General Assembly resolution 31/131

of 16 December 1976, for example, considered UNV to be a "major operational unit of the United Nations for the execution of youth programmes". It was always foreseen, however, that the youth-related activities of UNV would be an integral and not a separate part of the overall UNV programme.

46. Youth is a term variously defined, normally encompassing a significant part of the population of working age, including much of the unemployed population, especially the educated unemployed. Governments have responded to youth concerns by setting up youth ministries, departments, associations and programmes, and this has been reflected in a growth of requests to UNV for support. Typically, the requests relate to support for operational or pilot participatory activities of a cross-sectoral nature, or draw upon UNV potential as a mechanism for South-South exchange of relevant national experience.

47. Over the past 10 years, UNV has been involved in the implementation of over 50 youth-related programmes in the Caribbean and Latin America, in Africa, in Asia and in the Pacific. Presently, UNV is executing 10 youth projects at country or regional level, generally focusing on:

(a) Leadership training for youth leaders to motivate other young people to establish and join self-help endeavours;

(b) Strengthening of institutions for local youth groups, national youth organizations, and Government youth departments, through pilot and experimental programmes;

(c) Sharing of practical experience in the implementation of youth programmes in different cultural and economic contexts.

48. Examples of such UNV-supported projects include:

(a) A UNDP/UNV-funded youth project in Latin America, which served 10 countries for a period of over 6 years ending in 1982. It helped to develop integrated youth policies and programmes, promoted youth mobilization schemes and encouraged the spread of youth enterprises. A permanent Latin American and Caribbean Youth Centre in Guatemala City was an outcome of the project;

(b) A UNDP-funded regional youth project in the South Pacific, started in 1986, which is an ongoing and expanding project. Six island countries, through this South-South exchange programme, use the opportunity to reinforce each others' efforts in promoting youth participation in development;

(c) Ongoing national youth projects in Africa that are UNDP-funded and UNV-executed; of these, two are initiatives concerned with employment generation for out-of-school youth.

49. Among other national youth projects with United Nations agencies, UNV, together with the Food and Agriculture Organization of the United Nations (FAO), has supported the promotion of youth self-employment at the community level in Bangladesh; youth leadership-training in Indonesia with UNESCO; and the organization of income-generating activities for youth in the Gambia with the ILO.

50. UNV expects to make a continuing contribution to youth development without recourse to a major increase or diversion of its current staff resources, and principally in the following areas:

(a) The promotion of national youth volunteer schemes based on the motivations and aspirations of youth wishing to participate in development programmes. Starting with Peru, UNV is likely to be involved in several such initiatives in both Latin America and Africa;

(b) Capacity-building and experimental projects in youth participation; implementing training schemes for youth leaders, youth workers and trainers as well as the actual training of youth; also setting-up productive enterprises, assisting youth to settle in rural areas, and involving youth in environmental development and protection schemes;

(c) Encouragement of an environment favourable to youth participation in development, an advocacy role that UNV is often asked to play with donors and the United Nations system, with a view to increased attention and financial support for youth-related activities in developing countries, and with host Governments at an inter-ministerial level to give special attention to youth involvement in development programmes.

51. Several other agencies of the United Nations system, notably UNESCO, ILO, FAO and the United Nations Department of International Economic and Social Affairs, have technical expertise and long experience in their areas of specialization, which UNV is drawing upon. Initiatives have been taken to step up this collaboration. UNV notes that some agencies, e.g., UNESCO, are being requested by their governing bodies to give even more priority to this important area. New joint endeavours are being launched by UNESCO and UNV, especially in the area of literacy. Along the same lines at the technical level, the Inter-Agency Working Group on Youth has now requested UNV to host a special meeting in September 1990 to plan joint youth activities with UNV.

52. The Administrator is convinced, therefore, that the original youth mandate has been vital in allowing UNV resources to be called upon by Governments, in order to bolster national institutions and programmes that are notably short of qualified staff and other support. The Administrator recommends that, in close co-operation with other organizations involved in youth activities, UNV should continue to strengthen the modest, yet valuable, role it has played in the past.

7. Change of designation for the Participatory Development Programme

53. The Governing Council agreed in 1988 (see paragraph 10 of decision 88/38) that the UNV Domestic Development Services should be known as the Participatory Development Programme (PDP). UNV has sought to implement this understanding in the intervening two years, and has adopted the name Participatory Development Programme for both the overall activity and the relevant UNV headquarters division. However, given the extent of recognition of the title and acronym "DDS" (Domestic

Development Services) that has grown over a decade, UNV wishes to retain the acronym DDS in respect of the projects and field workers involved, while the overall programme may be described as the Participatory Development Programme. The Administrator hopes that the Council will concur with this approach.

8. UNV experience in working with NGOs and grass-roots organizations, through the PDP/DDS programmes, to administer micro-capital grants and promote TCDC

54. As regards micro-capital grants, the Administrator is submitting a separate document to the Governing Council in June 1990. This document is based on a survey of UNDP experience in this area, as requested by the Council (see paragraph 2 of decision 89/21 of 30 June 1989), including micro-funds handled directly or indirectly by UNV specialists and DDS field workers.

55. The two main conclusions of the survey were: (a) the management of such a fund should be simple and flexible, with decisions taken as close to the beneficiaries as possible; (b) the viability of the fund would be enhanced by the use of UNV specialists at the national level, to provide technical support and assist in planning and co-ordination, and by the use of DDS field workers at the community level to undertake on-the-spot support, monitoring and reporting functions.

56. On the potential of the DDS activities as an instrument of TCDC (see paragraph 6 of decision 89/26 of 30 June 1989), the Administrator would like to cite the Buenos Aires Plan of Action in its call to rely on innovative approaches, methods and techniques particularly adapted to local needs. Over the past decade, UNV has built up operational frameworks at the regional level in Africa, Asia and the South Pacific within which self-help groups, indigenous NGOs, and Government grass-roots-oriented agencies assist one another, either across national borders within the same developing region or within the same country. They do so by sharing experiences and working methods that address problems associated with absolute poverty, through activities such as community self-mobilization for development, rural farm and non-farm income generation, the employment of women and unemployed and under-employed youth.

57. The programme offers a unique opportunity within the United Nations system for a large corps of community-level development workers, drawn from grass-roots groups and organizations in the same region, to learn from one another through exchanges of experience on a long-term and systematic basis. Ongoing activities are supported by the country and regional programmes of UNDP, as well as third-party contributions such as those from the Federal Republic of Germany and Switzerland. At present, organizations from one country participating in the programme typically meet the local costs of housing DDS field workers and trainees from another, while UNV covers the international travel and a modest living allowance. In an area where developing countries have a great deal to offer each other in terms of local traditions and different indigenous approaches to community-level schemes, the programme would appear to embody the essential principles of TCDC. The Administrator proposes to start pilot schemes under which the national

participating organizations would be encouraged to enter into sub-contracting arrangements and to begin to shoulder the major responsibility for initiating and managing the exchange programmes. If additional funds become available from other sources, the scope of the pilot schemes and the proposed arrangements could be expanded.

9. The search for diversification and additional sources of funds for the UNV programme

58. For several years now, the proportion of the total number of ongoing UNV assignments funded from IPFs has been very large - in the order of 85 per cent. This dependence on a single source of funds makes the overall programme vulnerable to fluctuation since the amount of IPF funds available for UNV specialist in each country will be subject to the competing demands on the country programme. This reliance on IPF funding is also an indicator that other sources of technical co-operation financing could be taking greater advantage of the multilateral volunteer potential, whether one considers the development banks, funds such as the International Fund for Agricultural Development (IFAD) and the United Nations Capital Development Fund (UNCDF), special-purpose programmes such as UNICEF, the Office of the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme (WFP), the United Nations Population Fund (UNFPA), the Office of the United Nations Disaster Relief Co-ordinator (UNDRO), the United Nations Development Fund for Women (UNIFEM) or, of course, the specialized agencies with their regular programmes or trust funds.

59. As far as the World Bank and regional development banks are concerned, their secretariats have given clear recent indications of their interest in and support for greater use, where appropriate, of UNV specialists in the implementation of projects for which their loans have been granted. Briefings and circulars are being used to inform the concerned task managers of this alternative. Greater use of volunteers is seen as being of value to the loan recipients in bringing down the rising cost of bank-funded technical assistance; volunteers may also prove to be a most effective category of personnel under certain circumstances. Any such decision to use UNV specialists, of course, rests in the hands of the Governments that are recipients of the loans. It is important, therefore, that the host Government departments dealing with bank loans in the developing countries should be fully aware of the UNV potential; UNDP and agency representatives should be able to keep the concerned officials briefed at the appropriate time.

60. UNV programmes, in recent months, have attracted bilateral aid support through special trust funds and full-funding of an agreed number of UNV assignments. The developing countries themselves have also been proving dynamic in this regard, using government cash counterpart contributions to share or cover volunteer costs. There would appear to be considerable scope for making greater use of this last modality. Details of the contributions and their uses are to be found in annex II.

61. A major interest from bilateral sources has been expressed in the UNV involvement in the relief and rehabilitation tasks of particular countries or regions. The most significant examples may be found in Japan's contribution for

Afghanistan and for refugees in Hong Kong. Similar contributions for programmes using volunteers have come from the French and Italian Governments. At the DDS community level, special-purpose contributions from the Federal Republic of Germany and Switzerland are helping UNV to test experimental approaches and to extend proven activities to new countries.

62. Field workers and DDS specialists also mobilized resources locally from, for example, indigenous organizations and international NGOs and bilateral aid programmes in support of small community initiatives (about $0.4 million over the biennium). The use is being explored, with United Nations agencies, of PDP assisting in extending their projects through field workers from neighbouring countries.

10. Systematic public information activities

63. The 1987 review report had emphasized the need for UNV to be better known and for its programmes to be given more visibility. By re-deploying staff, a small External Relations and Programme Communications Office was set up early in 1989. It has operated in several ways, producing, for example, publications in different languages for promotion and recruitment and film for use in participatory approaches in development and for training. Contacts with the media in different countries are being stepped up, and a programme of support to United Nations Information Centres through donor-funded UNV specialists is being explored.

C. Issues for consideration

64. The UNV programme will mark its twentieth anniversary in 1991. An inter-governmental meeting on volunteers and development, generally hosted by UNV every four years, may be held at that time, following the second UNV High-Level Inter-Governmental Meeting on International Volunteerism and Development that took place in Maseru, Lesotho in November 1986. It would provide an occasion for a long-term, forward-looking perspective on multilateral volunteer contributions to technical co-operation and development. This perspective should also be informed by an assessment of the programme's substantive field experience over the two decades, to which so many of its partners among the volunteer-sending agencies as well as the United Nations organizations have contributed their efforts. The Administrator would welcome suggestions for a particular thematic focus, if that is considered appropriate.

65. The first part of this report has provided evidence for the contention that volunteers have indeed come of age in the technical co-operation field, as professionals with a special and unique contribution to make to development. In the context of the Fourth Development Decade of the United Nations, in which human resource development has been taken as the central theme, this volunteer input should be given explicit recognition. The volunteer, whether domestic or international, is highly relevant to the participatory approach to development that is being advocated, in a world where Governments have been joined by NGOs and private entrepreneurs as key agents of development. Organizations involved in

technical co-operation are concerned about its escalating cost and the corresponding burden for developing countries. The alternative of using volunteer specialists may be seen as appropriate in more and more situations requiring the long-term involvement of expatriate professionals.

66. As volunteer specialists become an increasingly important category of technical co-operation personnel, along with experts, consultants and national professionals, it becomes even more necessary to define and build in complementary relationships among them at the country and project levels so that Governments may receive the optimum benefit from their various and specific strengths. This report has explored ways in which the organizations of the United Nations system might join hands in exploiting the great volunteer potential and in ensuring that the volunteer contribution is truly integrated into all their field programmes. The interest of various United Nations funds and agencies in using volunteer specialists more in programme planning, needs assessments and project design has been highlighted. Equally, greater efforts will be made in the future to increase the involvement of specialized agencies in projects making use of UNV specialists, whether or not these are agency-executed. For instance, the services of agency consultants or co-ordinators could be built into the projects, technical supervisory visits by agency staff could be funded, and the comments of the agencies could be made available on reports of technical interest by UNV specialists. The agencies themselves may wish to give suitable guidance to their regional and country representatives on the use of volunteer specialists.

67. Four years ago, at the Lesotho meeting, UNV was requested to assist countries in setting up national schemes for voluntary service by young people to help harness the potential of youth for national development. Paragraphs 45-52 of this report have already elaborated on UNV experience with its mandate for youth, and paragraph 50 (a) makes specific reference to the promotion of national youth volunteer schemes. UNV is now exploring this issue along with the broader issue of national volunteers more generally, with the Governments of several developing countries, and is carrying out an in-house review of the options available.

68. Volunteer-sending organizations and NGOs have been at the forefront of efforts to galvanize public interest in the great development issues of today: environmental management; opportunities for the urban marginalized; income-generation for unemployed youth; sustainability and self-reliance in development undertakings. As the international community gears itself to helping Governments to tackle these issues, the Administrator is convinced that volunteers and the UNV programme will have to be key elements of whatever strategy is developed. In doing so, they will need to be given the resources and the opportunities to participate.

69. There are a number of issues, some discussed in the report, which have financial implications in the present or for the future. These are:

(a) A special contingency fund, preferably under trust fund arrangements, would need to be constituted if UNV is to respond adequately to urgent requests for UNV specialists to support Governments in implementing emergency rehabilitation and reconstruction programmes or other aid programmes in administering and monitoring

relief efforts. Several instances in the past year have underlined the need for such a fund, in the absence of which, far too much time will be lost in going through regular project preparation and approval procedures;

(b) The grass-roots activities of the PDP/DDS programme are presently funded from IPF resources and contributions from the Federal Republic of Germany and Switzerland. In order to demonstrate longer-term commitment for support to local NGOs, it would be desirable to put the programme on a more solid financial foundation, both in the regions where it is presently operational and in those where operations have not yet started. Contributions from additional sources would, therefore, be welcome to supplement the funds presently available to the programme;

(c) In decision 88/38, the Council had decided on the use of SVF; 15 per cent of the SVF is to be used, inter alia, for pilot and experimental projects. In the UNV special consultation held in September 1989 with partner organizations, it was recommended that this component of the SVF be expanded. The Administrator supports this recommendation;

(d) In order to consolidate the important steps already taken to strengthen the field support structure for the volunteers in the field, as discussed in paragraph 36, a review will be undertaken to see whether, for the future, a small additional budget for the operating expenses of each of the serving UNV Programme Officers would be needed in connection with assignment preparation, monitoring and volunteer support.

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POLICY

OTHER FUNDS AND PROGRAMMES

UNITED NATIONS VOLUNTEERS PROGRAMME

Report of the Administrator

Addendum

I. SUMMARY DESCRIPTION AND STATISTICAL ANALYSIS OF UNV PROGRAMME ACTIVITIES OVER THE BIENNIUM 1988-1989

1. By 31 December 1989, 1,801 United Nations volunteers from 101 different countries were serving in 108 developing countries, with nearly two thirds (63 per cent) of them located in LDCs. Africa uses the largest share (49 per cent), and, together with the Asia and Pacific region, accounts for 80 per cent of the UNV total. The rest are to be found in the Arab States (13 per cent), especially in LDCs, and in the Latin America and the Caribbean region (7 per cent). The largest numbers of UNV specialists still come from the developing countries of Asia and Africa, are mostly male (83 per cent), are on average over 38 years old, and have about 10 years' prior professional experience.

2. The biennium has seen a steady growth in demand for UNV services. This is partly due to greater UNV participation in the LDCs of the Arab States region, and, to a lesser extent, in Latin America, a region which hitherto has not made extensive use of UNV specialists. Moreover, at the grass-roots level, a marked expansion in the exchange of community field workers has taken place in the Africa and Pacific regions, in addition to the ongoing programme in Asia, through the Domestic Development Services projects of the UNV Participatory Development Programme. By the end of 1989, some 250 PDP/DDS field workers were strengthening local rural community self-help initiatives in 26 countries in the three regions. Preparations for similar activities in the Arab States and in the Caribbean were well under way.

3. UNV specialists serve in over 140 professional categories. Although the traditional sectors of UNV activity (agriculture, health, community development and youth and education) together continue to account for the majority (58 per cent) of UNV specialists, their overall weight in the total is declining, demonstrating a wider spread of demand. There is no longer any narrowly defined niche for the UNV role in development.

4. About 85 per cent of UNV specialists serve within projects funded from IPFs. About half serve in projects executed by 29 United Nations specialized agencies, the largest being FAO, with 10 per cent of the total serving UNV specialists; next come ILO (8 per cent); UNDTCD (6 per cent); OPS (3 per cent); WFP (2.5 per cent); UNESCO (2 per cent); and UNIDO (2 per cent). The other half serve in projects executed by UNV or Governments. The mode of implementation of UNV-executed projects differs little in practice from government-executed projects, under which some 4 per cent of UNV specialists serve, since in such cases the Governments provide the technical supervision and management support (with the help of the UNDP field office) while UNV provides recruitment, administrative and monitoring services.

5. Many UNV specialists carry out line functions in the public services of developing countries, roughly evenly split between those working in central departments and institutions and those located in local administrations. The purpose is as much to enhance the capacity of these institutions and their personnel to embark on more ambitious development programmes, as to meet short-term and immediate shortages of skilled personnel while the Governments train their national staff. Support programmes intended to buffer the social impact of structural adjustment programmes, especially in Africa, have also increased the demand for UNV specialists. Another area of growth is institutional and on-the-job training in specialized fields such as industrial production, exports, fiscal management and tax collection, data processing and accounting. These are evidence of the mature and experienced profile of today's typical UNV specialist.

6. UNV is increasingly fielding teams of specialists to help with relief, rehabilitation and reconstruction work in countries torn by strife and long periods of crisis, such as Afghanistan, Angola, Mozambique and Namibia. UNV specialists help Governments, along with United Nations agencies, to meet needs for logistics experts, vehicle mechanics and nutritionists, and also provide skills in areas such as water supply, emergency health services, and road and bridge construction. Another area of growing use has been the institutional strengthening, at the grass-roots level referred to above, through the provision of skills related to community organization, technical support for simple income-generation projects, and intercountry and national training workshops for local leaders.

II. UNV PROGRAMME FINANCIAL RESOURCES

7. The estimated 1989 expenditures for the UNV programme amounted to $36.8 million, consisting of:

(a) $20.2 million allocated to projects executed by UNV. This related to: (i) in-country costs of UNV specialists on UNV-executed project ($15 million); (ii) equipment, training and expert personnel ($3 million); (iii) external costs of UNV specialists from SVF ($1.9 million); and (iv) expenditure for pilot and experimental projects of $0.1 million;

(b) An estimated $15 million to finance in-country costs of UNV specialists on projects executed by United Nations agencies and $1.8 million for their external costs funded from SVF.

8. Funds for the above-mentioned estimated expenditures of $36.8 million were obtained from the following sources:

(a) $29 million from UNDP resources and resources obtained under cost-sharing;

(b) $1.6 million to finance the scheme for 40 UNV Programme Officers from the UNDP/UNV administrative budget;

(c) $0.4 million from Government Cash Counterpart Contributions;

(d) $1.2 million from funds in trust;

(e) $0.8 million from the resources of the United Nations system;

(f) $3.8 million from SVF for external costs of UNV specialists and pilot and experimental projects.

UNDP resources and cost-sharing

9. The amount of $29 million from UNDP resources included: (a) funds in the amount of $27 million made available from IPFs and cost-sharing contributions made by recipient countries; (b) $2 million from such sources as the Special Measures Fund for the Least Developed Countries (SMF/LDC) and Special Programme Resources (SPR) for emergency projects.

Administrative Budget: UNV Programme Officers

10. Biennial appropriations for 40 UNV Programme Officer posts under the 1988-1989 UNDP/UNV administrative budget amounted to $2 million. This was based on an annual cost of $25,000 per unit, comprising the estimated average total costs for the UNV specialist, for an Administrative Assistant/Secretary post and other support services. The approved allocations for 1988 were $1 million. Since the implementation of the Council's decision started in the third quarter of 1988, only $0.4 million was spent in 1988, mainly to meet the costs of those 28 serving UNV Programme Assistants who met the criteria established for the new functions and

thus became UNV Programme Officers; the funding was shifted from the IPF to the administrative budget.

11. Funds available in 1989 totalled $1.6 million. This comprised a 1989 field budget allocation of $1 million and $0.6 million carried forward from 1988. At 31 December 1989, there were 40 UNV Programme Officer posts funded under the administrative budget with the following breakdown: 27 in Africa, 7 in Asia and the Pacific, 3 in Latin America and the Caribbean, and 3 in the Arab States.

Government cash counterpart contributions

12. This modality has been used in Guyana, Jamaica, Kenya and Syria, to expand the UNV programme by financing local expenditures that were originally to be financed from the IPF. This modality makes the limited IPF resources available for external inputs. In addition, major emphasis can be placed on the transfer of technical know-how within the country, funded through government cash counterpart contributions and supported in the broader framework by IPF-financed activities. UNV specialists financed by this modality were serving in five projects during 1989.

Resources from funds in trust and sub-trust funds

13. To expand the resource base and lessen the burden of the developing countries, UNV has negotiated projects with donor countries and international agencies such as UNHCR and the Office of the United Nations Co-ordinator for Humanitarian and Economic Assistance Programmes for Afghanistan, under which partial or entire costs associated with the UNV specialists' services are paid by the donor(s). The agreement with the United Nations Co-ordinator calls for payment of costs for the assignment of up to 100 UNV specialists for Afghanistan. The agreement with the Japan Overseas Co-operation Volunteers foresees financing of 95 per cent of the costs for recruiting up to 40 Japanese UNV specialists; Finland fully finances 10 Finnish UNV specialists and 1 from a developing country; Voluntary Service Overseas in the United Kingdom is fully funding 10 posts; Sweden has also arranged the full funding of about 10 posts, with 3 from developing countries. Agreements have also been reached with the Governments or co-operating organizations of Belgium, Denmark, the Netherlands, Switzerland, and the United States of America. In 1989, estimated expenditures met from the above arrangements amounted to $1.2 million. Given the importance of these contributions and paragraph 5 of Governing Council decision 88/38, the Administrator is informing the Council of these contributions (see addendum II).

Other resources from the United Nations system

14. A large number of UNV specialists, particularly those assigned to relief and rehabilitation activities, are paid directly by these organizations from their regular budget resources. During 1989, UNV specialists under this category were serving mainly on projects funded by WFP, UNICEF, UNFPA, UNHCR, WHO and UNEP.

Estimated resource requirements for future growth

15. The number of serving UNV specialists is expected to increase to 2,400 by the end of 1991, based on past and current trends. The estimated total resource

requirement for fielding and maintaining these UNV specialists will be $48 million, based on an estimated average annual cost per specialist of $20,000. This consists of $16,500 for in-country costs and $3,500 per year for external costs. By the end of 1991, to that figure of 2,400 should be added an estimated 200 specialists accepted and en route. Using the same $20,000 per capita basis, the costs for the total 2,600 will be $52 million. It is assumed that IPF resources will continue to be the main source of funds to meet commitments for established UNV posts. In addition, funds are expected to come from (a) SVF; (b) trust funds; (c) other United Nations organizations.

16. As stated in paragraph 61 of this report, during the last pledging conference, the Federal Republic of Germany pledged a total equivalent to $1.1 million to supplement in 1990 funding for the regional programme Strengthening of National NGOs and Governmental Organizations for Community Level Activities in the Africa Region. Japan announced a $0.5 million contribution to finance costs of UNV/PDP assignments in the Pacific region, and an additional $0.25 million for 10 UNV specialists to support refugee assistance activities in Hong Kong. France has also contributed about $0.5 million.

Financial status of the Special Voluntary Fund

17. SVF was created originally in order to finance expenditures related to:

(a) External costs of United Nations volunteers originating in developing countries;

(b) Internal costs of UNV Programme Assistants (now UNV Programme Officers) in LDCs;

(c) UNV programme development and promotional activities.

18. In July 1988, the Governing Council established new guidelines for the use of SVF resources. By decision 88/38, the Council decided that 85 per cent of the income accruing to SVF from general contributions and interest income should be utilized for the external costs of all UNV specialists, while the remaining 15 per cent should be used to meet expenditures related to: (a) pilot and experimental projects of the UNV/PDP and youth programmes; (b) PDP country specialists; (c) orientation and briefing of United Nations volunteers, PDP specialists and government officials; and (d) special recruitment campaigns.

19. Available SVF resources totalled $10.2 million in 1989. This amount comprised funds carried forward for outstanding obligations from the previous year ($5.2 million); voluntary contributions received during 1989 ($1 million); income from project budgets for the partial offset of external costs ($3.8 million); and interest income ($0.2 million) (addendum I).

20. In 1989 a total of $3.8 million was spent for the above purposes. A total of $3.7 million was spent in meeting the external costs of UNV specialists. The 15 per cent of 1988-1989 contributions to the SVF - $0.1 million - to be devoted to special purposes, was spent as follows: (a) 36 per cent for meeting the costs of

four PDP country specialists and grass-roots pilot programmes for Togo, Niger, Zambia and Zimbabwe; 34 per cent for information sharing on participatory programmes; 29 per cent for special recruitment initiatives and advertising campaigns; and the balance for orientation and briefing of UNV specialists.

21. Following the recommendation of the 1987 review team, the Administrator proposed inserting an additional note to the SVF financial statements. This note will disclose the amount of commitment in respect of repatriation travel and resettlement allowance and the resulting unencumbered balance or deficit of the fund.

22. Out of a total of 1,801 serving UNV specialists at 31 December 1989, SVF has a commitment to meet the repatriation costs and resettlement allowances for 1,364 volunteers amounting to $5.5 million at 31 December 1989. In addition, the fund will require $0.9 million to meet the external costs of 173 UNV specialists who were en route at 31 December 1989.

Appendix

FINANCIAL RESOURCES

Table 1. Resource availability and utilization of Special Voluntary Fund

(In millions of US dollars)

	Actual	Estimated		
	1988	1989	1990	1991
1. Availability of resources				
Balance as at 1 January	2.91	5.20	6.37	7.29
Voluntary contributions	1.34	0.98	1.30	1.30
Interest and other income	0.13	0.21	0.30	0.40
Partial offset of external costs (from project budget)	3.58	3.81	4.46	5.10
Total available resources	7.96	10.20	12.43	14.09
2. Utilization of resources				
Expenditure	2.76	3.83	5.14	5.88
3. Balance of resources as at 31 December (1-2)	5.20	6.37	7.29	8.21
4. Commitment for future years as at 31 December a/				
(a) in respect of serving volunteers	5.72	5.54	7.56	8.64
(b) in respect of volunteers en route	0.80	0.90	1.18	1.05

/...

Table 1 (continued)

		Actual	Estimated		
		1988	1989	1990	1991
5.	(a) Estimated deficit in respect of serving volunteers as at 31 December (3-4a)	(0.52)	0.83	(0.27)	(0.43)
	(b) Estimated deficit in respect of serving volunteers and volunteers en route as at 31 December (3-(4a+4b))	(1.32)	(0.07)	(1.45)	(1.48)

a/ Includes commitments in respect of both serving volunteers charged to SVF and volunteers en route at year-end.

Table 2. Sub-trust funds of the SVF established by the Administrator for specific purposes

	Republic of Korea	United Nations Co-ordinator for Afghanistan	Japan	France	Federal Republic of Germany	Total
Balance as at 1 January 1989	464 385	-	-	-	-	464 385
Contributions received	-	1 000 000	500 000	534 351	1 098 499	3 132 850
Other income received	31 671	-	-	-	-	31 671
Total	496 056	1 000 000	500 000	534 351	1 098 499	3 628 906
Estimated resources utilized/committed in 1989						
Resources utilized	-	185 046	-	-	-	185 046
Resources committed	-	814 954	-	-	-	814 954
Total	-	1 000 000	-	-	-	1 000 000
Estimated available balance as at 31 December 1989	496 056	-	500 000	534 351	1 098 499	2 628 906

Table 3. Other funds on trust (managed under SVF)

	Belgium	Finland	Sweden	Switzerland	Netherlands	USA	Japan	United Kingdom	Denmark	IDA a/ recipient countries	UNHCR b/	Total
Balance as at 1 January 1989	47 093	379 501	(3 021)	50 512	(729)	41 598	-	26 430	(1 555)	(48 584)	(89 420)	401 825
Additional contributions received	-	257 704	119 627	3 070	19 672	71 469	184 640	106 500	16 350	226 888	566 095	1 572 015
Total	47 093	637 205	116 606	53 582	18 943	113 067	184 640	132 930	14 795	178 304	476 675	1 973 840
Estimated resources utilized/committed in 1989												
Resources utilized	18 051	268 864	34 838	31 250	14 601	23 036	100 948	98 777	12 818	119 350	534 475	1 257 008
Resources committed	29 042	368 341	81 768	22 332	4 342	90 031	83 692	34 153	1 977	58 954	-	774 632
Total	47 093	637 205	116 606	53 582	18 943	113 067	184 640	132 930	14 795	178 304	534 475	2 031 640
Estimated balance due as at 31 December 1989	-	-	-	-	-	-	-	-	-	-	(57 800) c/	(57 800)

a/ Under separate agreements for Chad, Haiti, Sierra Leone and Niger.

b/ Under separate agreements for Hong Kong, Honduras, Malaysia, Somalia, Sudan and Pakistan.

c/ This deficit balance represents amount due from the donor for expenditure/commitments incurred.

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POLICY

OTHER FUNDS AND PROGRAMMES

Focal point for short-term advisory services

Note by the Administrator

SUMMARY

The present note is submitted pursuant to Governing Council decision 89/51 of 30 June 1989, in which the Council requested the Administrator to report fully on the details of the evaluation carried out on the short-term advisory services (STAS) programme with a recommendation on the establishment of a focal point for short-term advisory services as an operational part of the United Nations Development Programme.

The note recommends that the focal point for short-term advisory services be made an operational part of the United Nations Development Programme commencing 1 July 1990.

I. INTRODUCTION

1. In its decision 89/51 of 30 June 1989, the Governing Council requested the Administrator to report fully to the Council at its thirty-seventh session on the details of the evaluation carried out on the short-term advisory services (STAS) programme in December 1988, with a recommendation on the establishment of a STAS focal point as an operational part of the United Nations Development Programme (UNDP). After a brief statement on the background and current status of the programme, the note presents the methodology and findings of the evaluation and recommends that STAS be made an operational part of UNDP from 1 July 1990.

II. BACKGROUND

2. The STAS programme was created in 1985 by Governing Council decision 85/13 of 13 June 1985. The Council established the programme to meet the increasing demand for short-term, highly specialized advisory services in the production, commercial and service sectors of developing countries. STAS serves as a clearing-house, matching requests for specialized skills received from private firms and parastatal organizations in developing countries with expert volunteers from the private and parastatal sectors of both developed and developing countries. Its primary purpose is to assist enterprises to diagnose and overcome technical and management-related problems. Details on the administration and operational modalities of the programme are provided in document DP/1989/47.

3. The STAS programme has grown steadily since 1985, spurred on by an improving climate for business in most developing countries. Over the course of the past four and a half years, STAS has achieved broad geographic recognition. It has received a total of 416 requests from firms and organizations in 79 developing countries. To date, approximately 200 advisers from 23 countries have undertaken missions to 51 developing countries in a broad range of commercial disciplines. The results have been positive and the prospects are promising for the continued growth of the programme. Promotional efforts by the focal point and the field offices have only begun to scratch the surface of demand which continues to expand steadily.

III. THE EVALUATION

4. An evaluation of the STAS programme was undertaken by a two-member evaluation team in December 1988. The evaluation was conducted pursuant to paragraph 5 of decision 85/13 and covers the period June 1985 to June 1988. The terms of reference for the evaluation team are provided in annex I. The evaluation team adopted five criteria in evaluating the programme's performance. Briefly these were:

(a) The extent to which the objectives set for the STAS programme were met during the experimental phase;

(b) The extent to which private sector and parastatal firms in developing countries had been made aware of STAS;

(c) The satisfaction level among beneficiaries;

(d) The extent to which the STAS focal point had succeeded in persuading co-operating organizations to participate in the programme and contribute their expertise;

(e) The extent to which the programme had been cost-effective.

5. In reaching their conclusions, the team analysed the files of 118 completed assignments, conducted in-depth interviews with several STAS beneficiaries, and visited two UNDP field offices which had made extensive use of the programme, Barbados and Jamaica.

6. The evaluation team concluded that the focal point had fulfilled the objectives laid down for it by the Council. The quality of the individual performances of STAS advisers was rated high, and the programme impact on beneficiary enterprises and organizations positive. This was based on the evaluation forms submitted by beneficiary enterprises as well as interviews the team conducted with beneficiary enterprises and government officials both by telephone and in person. The team took particular note of the enthusiastic support of both Governments and private sector organizations for the programme. Specific reference was made to the extremely high qualifications of the advisers for their work and their extensive hands-on experience, which differentiated them from traditional consultants. The team found the STAS delivery system adequate to handle the current level of assignments but determined that this would need to be modified and strengthened to accommodate the increased level of activity anticipated in coming years.

7. The evaluators identified several problem areas and suggested actions to address them: in particular, activating demand; reducing response time to requests; bringing about a sustained awareness of STAS among potential beneficiaries; and reducing the high rate of cancellation or withdrawal of requests. The team suggested several actions to address these problems. With respect to activating demand and creating a sustained awareness of the programme, the team recommended expanded promotional efforts, including visions by industry specialists to identify latent demand, use of audio-visual materials, and the convening of national and regional STAS seminars organized in conjunction with national chambers of commerce and industry. The seminars would feature presentations by STAS beneficiaries. With respect to reducing the response time to requests, the team recommended the creation of a computerized data base to accelerate the matching of needs with the supply of available expertise. The team found the high rate of cancellations and withdrawals the result in large part of a combination of premature (i.e., improperly screened) requests and changed business circumstances. The team recommended greater emphasis on screening requests at the field level and increased use of volunteer specialists from the business community to assist potential beneficiaries in preparing their requests. This approach was considered particularly appropriate in the case of least developed countries (LDCs). Little can be done in the case of cancellations and withdrawals caused by changed business circumstances.

8. The team urged closer working relationships with the specialized agencies and improved networking with similar United Nations technical assistance programmes. It further recommended that the STAS focal point be included in forums such as the Project Appraisal Committee (PAC) meetings convened by the Regional Bureaux and the Action Committee in order that the potential for STAS inputs be fully considered at the project formulation stage. The team felt that STAS had succeeded in establishing a special niche for itself in the United Nations system and recommended maintaining STAS as a distinct and identifiable entity within UNDP.

9. The team concluded that STAS had not been in operation long enough to evolve cost-effectiveness criteria. The team analysed the cost figures for the January 1986 to September 1988 period and calculated the average administrative cost per project completed at $3,600. The team also analysed the cost figures for the first nine months of 1988 (January-September) and determined the average estimated cost per project for this period at $2,750. This they considered a desirable trend in reducing operational costs. The team concluded that further cost reductions would be achieved as STAS grew and achieved greater economies of scale.

10. The team also recommended that a detailed plan and strategy for the STAS programme be prepared to provide UNDP management with an operational blueprint for growth over the next five years. In this context, the team presented three possible scenarios for consideration. The first maintained the status quo, the second advocated moderate growth, while the third advocated a significant expansion of programme activities.

11. It was the overall assessment of the team that STAS had fulfilled its contributory role in terms of the objectives laid down for it by the Council and that the problems encountered during the experimental phase could be overcome during the operational phase. It further recommended that STAS be made an operational programme of UNDP as early as possible and that UNDP allocate sufficient human and financial resources to enable it to grow at a steady and sustainable rate.

IV. IMPLEMENTATION

12. The Administrator reviewed the findings of the evaluation team and has implemented many of its recommendations. Specifically, the focal point has computerized its data base and is working to make it accessible to all UNDP headquarters units. The programme has made specific use of volunteer industry specialists in its programming missions to developing countries. This has resulted in improved relations with the business community, in more precisely formulated requests and, most importantly, in an increased volume of requests. The focal point has also utilized the services of several volunteers from industry on an expenses only basis to assist it in identifying advisers.

13. Pursuant to the evaluation team's recommendation that STAS increase its use of volunteers from the business community in developing countries to assist with promotion, STAS recruited its first local volunteer representative on a pilot basis

in Jakarta in December 1989. This individual is working on a part-time, expenses-only basis in co-ordination with the Resident Representative to develop and promote the programme in Indonesia. The local business community has responded favorably to this initiative and the relationship has already begun to bear fruit. This local presence should increase programme visibility in the local business community and facilitate entrepreneurs' access to STAS advisory services. STAS plans to add local representatives in several more developing countries over the coming months.

14. Finally, the focal point is a participant at Regional Bureaux PAC meetings, where new project consultancy needs are often discussed. Further, several discussions have been held with the United Nations specialized agencies for greater collaboration in the use of STAS advisers in their projects and programmes. The reception has been favorable, particularly at the Food and Agriculture Organization of the United Nations (FAO), the United Nations Industrial Development Organization (UNIDO), the United Nations Conference on Trade and Development (UNCTAD), the International Labour Organisation (ILO), the World Tourism Organization (WTO), and the International Civil Aviation Organization (ICAO). Many of these specialized agencies have already made use of STAS advisers on an ad hoc basis. Discussions are under way with these agencies to further develop relationships with STAS.

V. THE FUTURE

15. The Administrator conducted an internal review of the STAS programme in the fall of 1989. Based on the results of this review, he is recommending that the STAS focal point be made an operational part of UNDP from 1 July 1990, and funding and staffing for this programme be provided at current levels. To meet the expected increase in demand for STAS, UNDP proposes to cover these additional costs from programme resources.

16. Key elements of the plan call for increasing the STAS presence in developing countries through the recruitment of volunteers from the local business community on an expenses only basis to develop and promote the programme in co-ordination with the resident representatives. Similar approaches are envisaged on the supply side to assist the focal point with recruitment efforts. The latter is considered essential, as a greater STAS presence in developing countries is expected to result in a sharp increase in requests beyond that which the current network of STAS co-operating organizations will be able to handle. These relationships will enable STAS to extend beyond the geographic reach of its existing network; enhance the programme's visibility and credibility with businesses in developing countries; and facilitate the access of companies in developing countries to the advisory services they require. In summary, the expansion will enable UNDP better to meet the recognized and growing needs of firms in the production, commercial and service sectors of developing countries for short-term, highly specialized technical and management-related expertise.

VI. FINANCIAL MATTERS

17. Paragraph 7 of Governing Council decision 89/51 called on the Administrator to continue operation of the focal point through 1991 under present organizational arrangements, subject to the Council's decision in June 1990. An amount of $125,000 from the Special Programme Resources (SPR) was allocated to the programme in January 1990 to cover the six-month period ending 30 June 1990. Expenditures for the period 1985-1989 are presented in annex IV.

18. As noted in paragraph 15, the Administrator is recommending that STAS be made an operational part of UNDP from 1 July 1990 and funding and staffing for STAS be provided at current levels.

VII. CONCLUSION AND RECOMMENDATIONS

19. STAS has proved to be an effective pilot scheme. Properly structured, managed and supported, an operational STAS programme will be of significant benefit to the private and parastatal sectors of developing countries in the coming years. Accordingly the Administrator recommends that STAS be made an operational part of UNDP commencing 1 July 1990.

Annex I

EVALUATION OF THE FOCAL POINT FOR SHORT-TERM ADVISORY SERVICES

TERMS OF REFERENCE

I. BACKGROUND

1. STAS, established by UNDP Governing Council decision 85/13 in June 1985, serves as a clearing-house matching requests for specialized skills received from the productive, commercial and service sectors of developing countries with expertise from the private and parastatal sectors of the developed and developing countries at minimal cost.

2. STAS is an experimental programme which has received funding from SPR through 31 December 1989. Under the STAS enabling legislation, the Governing Council is to take a decision on the future of STAS at its June 1988 session based on the recommendation of the Administrator. This evaluation exercise is designed to assist the Administrator in formulating his recommendation to the Council.

II. PURPOSE

3. This exercise should evaluate the design and implementation of the STAS programme and assess its long-term perspective as a part of UNDP. Accordingly, the evaluation should:

(a) Assess the results of the experimental phase June 1985-June 1988;

(b) Examine the programme's operational modalities and delivery system; and,

(c) Assess the impact of the STAS advisory missions on the end-users.

III. SCOPE

4. The evaluation will cover the following matters:

(a) The effectiveness of STAS co-operating organizations in identifying qualified experts for assignments;

(b) Government and end-user satisfaction with STAS advisory services;

(c) Analysis of selected individual assignment case studies; and,

(d) Managerial, marketing and budgetary implications of expanding the delivery of consultancy missions from current annual levels to 200-300 per annum.

5. The evaluation will take place in New York and include visits to one or more developing countries where STAS has an active programme. Estimated duration: one month (mid-November to mid-December 1988).

Annex II

LIST OF STAS CO-OPERATING ORGANIZATIONS

(as of 31 January 1990)

1. Association générale des Intervenants Retraités pour des Actions Benevoles de Coopération et de Développement (France)
2. American Chemical Society (USA)
3. Austrian Industrialists, Federation of (Austria)
4. British Executive Service Overseas (United Kingdom)
5. Canadian Executive Service Organization (Canada)
6. Echanges et consultations techniques internationaux (France)
7. Electronics Industry Foundation (USA)
8. European Federation of National Maintenance Societies (Italy)
9. Federation of Danish Industries (Denmark)
10. Federation of Indian Export Organizations (India) (umbrella group of five organizations)
11. Federation of Norwegian Industries (Norway)
12. Florida State University (USA)
13. German Catholic Enterprises (Federal Republic of Germany)
14. German Senior Expert Service (Federal Republic of Germany)
15. Industry Council for Development (USA) (covering a number of international corporations)
16. Institute of International Education (USA)
17. International Association of Crafts, Small and Medium Enterprises (Switzerland)
18. International Chamber of Commerce (France)
19. International Design Assistance Commission (USA)
20. International Union for Public Transport (Belgium)
21. Instituto per la Ricostruzione Industriale (Italy)

22. Japan Silver Volunteers (Japan)

23. Keidanren (Japan Federation of Economic Organizations) (Japan)

24. National Association of Manufacturers (USA)

25. Netherlands Management Consultancy Programme for Developing Countries (Netherlands)

26. Paperboard Packaging Council (USA)

27. Senior Expert Foundation (Sweden)

28. Senior Service (Sweden)

29. Servizio di Progettazione Economica per lo Sviluppo (Italy)

30. Swedish Federation of Trades, Industries & Family Enterprises (Sweden)

31. TCR Services (USA)

32. Volontari Seniors per il Progresso (Italy)

33. World Assembly of Small and Medium Enterprises (India)

Annex III

STAS ADVISERS BY COUNTRIES OF PLACEMENT (COMPLETED ASSIGNMENTS) FOR THE PERIOD OF DECEMBER 1985-DECEMBER 1989

	Dec. 1985-1987	Jan.-Dec. 1988	Jan.-Dec. 1989	Total
I. AFRICA				
Central African Republic	1			1
Gabon		1		1
Gambia	1			1
Lesotho	1		7	8
Mauritania		2	2	4
Nigeria		1		1
Senegal	1			1
Togo	1			1
Zimbabwe	1	1		2
Total	6	5	9	20
II. ARAB STATES AND EUROPE				
Algeria	5	1	6	12
Bahrain		1	2	3
Cyprus	1			1
Egypt	3		1	4
Oman			1	1
Poland			1	1
Qatar		5	4	9
Saudi Arabia	1			1
Tunisia		2		2
United Arab Emirates		1	4	5
Yugoslavia		1		1
Total	10	11	19	40

Annex IV

ACTUAL STAS EXPENDITURES, 1 JULY 1985 TO 31 DECEMBER 1989

	Actual expenditures				
	1985	1986	1987	1988	1989
	(in United States dollars)				
10 Personnel					
1101 Professional		53 991	54 177	59 898	71 029
1112 Consultants	40 725	7 335	13 602	37 097	29 257
1300 Administrative support	6 425	28 515	36 123	40 746	54 201
1500 Travel (consultants)		7 704	142		28 124
1600 Travel (professional)		13 378	18 507	20 861	
1700 Travel (other)				885	667
19 Component total	47 150	110 923	122 551	1 .. 487	183 278
40 Equipment					
41 Expendable		362		889	3 323
4200 Non-expendable	5 233	10 751		1 324	13 732
4300 Premises	3 590	10 892	10 000	10 000	28 668
49 Component total	8 823	22 005	10 000	12 213	45 723
50 Miscellaneous					
5100 Operations and maintenance					
5200 Report		1 870	125	18 830	
5300 Sundry		4 662	2 640	7 520	44 000
59 Component total		6 532	2 765	26 350	44 000
99 Grand total	55 973	139 460	135 316	198 050	273 001

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OTHER FUNDS AND PROGRAMMES

UNITED NATIONS FUND FOR SCIENCE AND TECHNOLOGY FOR DEVELOPMENT

UNITED NATIONS REVOLVING FUND FOR NATURAL RESOURCES EXPLORATION

Report of the Administrator

SUMMARY

This report is submitted pursuant to Governing Council decisions 89/52, paragraph 8, and 89/53, paragraph 7, of 30 June 1990, and contains the Administrator's proposals for the future of the United Nations Fund for Science and Technology for Development and the United Nations Revolving Fund for Natural Resources Exploration.

I. INTRODUCTION

1. The present report is submitted in response to: (a) Governing Council decision 89/52, paragraph 8 of which requested the Administrator to explore ways to strengthen the activities of the United Nations Fund for Science and Technology for Development (UNFSTD), taking into account the continuing responsibility of the Intergovernmental Committee on Science and Technology for Development for the Fund, and to submit a report on this issue for the consideration of the Council at its thirty-seventh session in 1990; and (b) Council decision 89/53, paragraph 7 of which requested the Administrator to explore alternative ways of securing the activities of the United Nations Revolving Fund for Natural Resources Exploration (UNRFNRE) and to submit a report thereon for the consideration of the Council at the same session in 1990.

II. ACTIVITIES OF THE TWO FUNDS

2. The activities undertaken by the two funds are described in the Administrator's biennial reports to the Council. Inasmuch as full reports on the funds were submitted to the Council in 1989 and will also be submitted in 1991, the present report is limited to a thumb-nail sketch of their activities, to serve as a background to the proposals for their future financing.

3. The UNFSTD continued its work on national science and technology strategies, technological innovation and entrepreneurship development, technology information systems and new and emerging technologies, as well as projects in the energy field. At present, 61 projects are under implementation at a total cost of $36 million. The Fund also provided technical advice to UNDP headquarters and field offices.

4. The UNRFNRE has to date completed 22 projects in the minerals field at a cost of $60 million. Eight of those projects have resulted in successful discoveries. The value of the discoveries at current prices is $1.5 billion. In addition, the Fund discovered a geothermal reservoir in St. Lucia which has the potential to produce 5 megawatts of electricity and thereby reduce St. Lucia's dependence on imported oil for this purpose.

III. FINANCIAL SUPPORT FOR THE TWO FUNDS

5. The work of both funds is appreciated and strongly supported by the developing countries. Both funds, however, have continued to suffer from an inadequate level of donor support, thus restricting the volume of their activities and their impact. As regards UNRFNRE, it was expected that if the Fund reached an annual level of project expenditures of about $10 million for a period of 20 to 25 years, it could begin to revolve, thus eliminating the need for further donor contributions. However, its annual voluntary contributions have averaged only about $2.5 million. The Fund was able to expand its activities only by means of project-related co-financing. For UNFSTD, similarly, the expectation was that resources at a level of about $10 million ($5 million in core contributions and the balance from co-financing) would become available. In fact, the core contributions

to the Fund have hovered around $1 million, and UNFSTD also had to depend on significant project co-financing to be able to expand its activities.

IV. FUTURE OF THE TWO FUNDS

6. Given the continued stagnation in the core resources of the funds, two questions arise: (a) whether the activities they undertake should be continued; and (b) if so, how to assure viable funding levels for them. Given the support and appreciation of the developing countries, it is clear that the activities of the funds are considered important. As for their continuation, three alternatives have been explored: one would incorporate their activities in the UNDP programme; the second would finance a minimum level of core staffing and programme financing from the Special Programme Resources (SPR) of UNDP; and the third would significantly reduce the administrative expenses of the funds so that they are commensurate with the level of contributions to the funds.

7. As to the first alternative, given the high-risk and high-cost nature of projects in the mineral and geothermal exploration fields, it is generally not possible to accommodate such projects in the indicative planning figures (IPF). In the field of science and technology, although many follow-up projects are financed under IPFs, promotional activities and high-risk innovative/pilot projects can best be undertaken with funds specially earmarked for such purposes.

8. Considering again that both funds have been able to raise project-related financing and that opportunities for such financing may continue, the Administrator examined a second alternative, i.e., whether he could assure a minimal level of core staffing and programmes for both funds by providing money from the central resources of UNDP (e.g., through the mechanism of SPR). This would then permit both funds to have a minimum mass and allow them to raise project-related non-core financing. The Administrator concluded, however, that it might not be appropriate to use UNDP programme resources for the activities of the funds.

9. The Administrator believes that the only viable method to revitalize and continue the activities for which the two funds were established would be for the donor Governments to make adequate voluntary contributions to the two funds. In July 1989, the Administrator approached the missions of the Council members to initiate a dialogue with those members aimed at reaching a policy decision in this respect. However, apart from references to the funds in the debate on the future role of UNDP and in United Nations General Assembly resolution 44/14 of 26 October 1989, the proposal for the dialogue was not taken up. In the absence of an adequate level of contributions and a policy decision, the Administrator has concluded that the staff and other costs of running the two funds should be significantly reduced so that they would be in keeping with the level of resources attracted by the funds. Accordingly, the Administrator proposes that the programming and programme supervision functions of the two funds should be handled by a joint unit staffed by a Director at the D-1 level and two Professional officers, supplemented by support staff. Additionally, two technical advisers - one in the field of minerals and one in science and technology - would, over a period of two to three years, be shifted to the Technical Advisory Division (TAD)

of UNDP. At TAD, these advisers would provide technical backstopping to the funds and would also perform an advocacy role for the funds' objectives throughout the UNDP programmes so as to assure, for example, that adequate attention would be given to the science and technology aspects of UNDP programmes; they would also provide technical advice to UNDP. The costs of these advisers would be shared between the funds and UNDP-financed projects in proportion to the services provided to each. In regard to UNFSTD, responsibility for implementation of projects already lies with other executing agencies. Under the new arrangement, implementation of projects funded by UNRFNRE would also be the same as that for the main programme of UNDP, i.e., through an executing agency.

10. The UNRFNRE is at present carrying out a number of projects. The Administrator would assure that work on these projects would not be interrupted and that the interests of the developing countries concerned would be fully safeguarded. During this interim period, the Administrator would use the existing project staff, as appropriate, to take care of these responsibilities.

V. CONCLUSION AND RECOMMENDATION

11. As can be seen from the preceding paragraphs, the Administrator is making the above proposals, in the absence of adequate donor contributions, to ensure that the administrative expenses of the two funds are commensurate with their resources, and that, in the circumstances prevailing, the responsibilities entrusted to the funds can be carried out in the most cost-effective and efficient manner. The Administrator believes that, as and when the funding situation improves, consideration could be given to how best to discharge the responsibilities which the funds may then have to meet.

12. The Administrator recommends that the Council endorse the approach reflected above.